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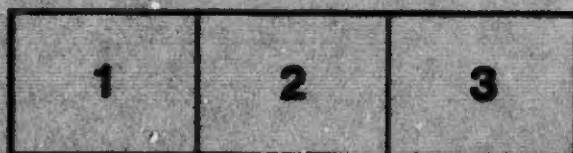
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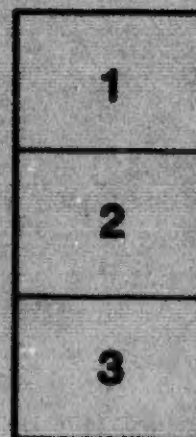
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# **The City of Ottawa and its Relations to the Federal Authority.**

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**ADDRESS BY MR. FRED COOK,  
MAYOR OF OTTAWA, 1902-3, BE-  
FORE THE UNITY CLUB, OTTAWA.  
MARCH 24TH, 1909.**

**PRINTED BY REQUEST OF THE COR-  
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## **The City of Ottawa**

### **And Its Relations to the Federal Authority.**

The last of the series of addresses on "Civic Housekeeping," under the auspices of the Unity Club of Ottawa, was delivered in De Normandie hall on Wednesday, March 24th by Mr. Fred Cook, former Mayor, the subject assigned to him being "The City of Ottawa and its relations to the Federal Authority."

Mr. Cook spoke as follows:—

"I have been asked to address the members of the Unity Club upon a subject of interest and importance to every citizen, and through you, I desire especially to speak to the members of the Senate and House of Commons of Canada.

Over 15 years ago a great political gathering was held in this city. On the arrival in Ottawa, on the eve of the Convention, of a distinguished statesman, who is happily still with us, a political organization in Ottawa presented him with an address of welcome, and in the course of his reply Sir Wilfrid (then Mr.) Laurier uttered these words:—

"Let me tell you now that I will continue to keep a green spot in my heart for the many kindnesses I have received from the people of Ottawa, not only from my political friends, but from my political opponents as well. Differing as I do from many on political subjects, I am bound to say personally that I have always received from all classes, Conservatives as well as Reformers, the kindest reception on every occasion. I consequently keep a green spot in my heart for the city of Ottawa, and when the day comes, as it will come by and by, it shall be my pleasure and that of my colleagues, I am sure, to make the city of Ottawa the centre of the intellectual development of this country, and the Washington of the North." (Ottawa Citizen, June 20th, 1893)



### THE PRIME MINISTER'S PLEDGE

This is the first reference, so far as I am aware, made to Ottawa as the Washington of the North by the present First Minister, or any other public man. Three years passed and then Mr. Laurier and his friends assumed the reins of office. After the re-election of the new ministers, Mr. Laurier arrived in Ottawa on August 5, 1896, to undertake the onerous duties of the position of Prime Minister. He was presented with an address of welcome by the citizens of Ottawa, and in response thereto spoke as follows:-

"It shall therefore be the duty of the new Administration to try and encourage literature, letters, arts and sciences, and to make Ottawa the seat of learning, of arts and letters, of the Dominion of Canada. (Cheers). I have said elsewhere that I wished (and in my estimation it ought to be) to make Ottawa the Washington of the North. I have not forgotten having said this; I intend to live up to it as far as I can. It is part of the patriotism of any nation to be proud of its capital. If you go to France you will see that for a Frenchman, wherever he lives, the pride of his heart is the good old city of Paris. If you go to the other side of the line, you will know that the pride of every American is the City of Washington, and they say, by-and-bye, although it is supposed that Paris is the jewel of the earth, Washington shall be a finer city than Paris itself. I do not suppose we can excel these two cities, but it shall be our aim and effort to make Ottawa a capital of which every Canadian shall be proud (Cheers). It is the aim and purpose of this Liberal Administration to make Canada such a country that whenever a man leaves her shores to go to Europe, to England, France, Germany or Italy, it shall be the pride of his heart not only to think, but to proclaim aloud, 'I am a Canadian.' (Loud cheers)" (Toronto Globe, August 6th, 1896.)

These two extracts shall be my text to-night. It would take much digging and delving in the civic archives and in the Departments on the Hill to give you a succinct narrative of the negotiations which have led to the present relations between the city and the Government. The information would be of value, but I do not think I should be serving the purposes of this Club if I were to occupy your time in alluding to matters which are hardly germane to my subject. On the contrary, I feel that I should be rendering you a greater service if my observations relate more to present-day conditions, so that they may be helpful, should the occasion arise, sooner or later for a readjustment of the existing agreement between the citizens of Ottawa and the Federal Authorities. Present conditions hinge largely upon the Dominion Act of 1899 constituting the Ottawa Improvement Commission, and it is to this statute, the circumstances leading up to it, and the problems arising out of it, that I desire more particularly to invite your attention.



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### OUTSIDE CRITICISM.

Let me, in passing, refer briefly to the attitude of certain writers in the press outside of Ottawa, unfamiliar with conditions here, with respect to Federal grants for the embellishment of the Dominion Capital. You are, of course, well aware that Ottawa is to be the seat of Government "until the Sovereign otherwise directs." It is so decreed by clause 16 of the B. N. A. Act. While the constitution apparently leaves the question open, no reasonable minded man can doubt that for all time to come the Capital of Canada will be on the banks of the Ottawa River. Before many years are over, certainly within the lifetime of some present, the centre of population in the Dominion will be west of the Great Lakes, yet it can hardly be conceived that it will be necessary to change the location of the seat of Government. Just as Washington, on the Atlantic seaboard, is fixed for all time as the Capital of the United States, so Ottawa, one fourth the way across the Continent, is determined as the capital of Canada. Geographical difficulties have been entirely overcome by modern methods of transportation.

Under these circumstances, Parliament has admitted it to be its bounden duty to co-operate with the citizens of Ottawa in making the capital worthy of this great country, to assist in its beautification, to render it attractive in every possible way, so that as a city, it will be regarded with pride and pleasure by every Canadian. Nature has done much for this "fair city crowned with towers" but nature can be assisted, and we may feel, reasonably certain that the policy so happily inaugurated ten years ago, will continue for all time. Is it not about time that a few writers in the newspaper press who are everlastingly carping at Ottawa should cease their unfair criticism? Let these gentlemen ascertain what France has done for Paris, Belgium for Brussels, Austria for Vienna, Russia for St. Petersburg, Germany for Berlin, Great Britain for London, Dublin and Edinburgh; the other British Dominions for their own capitals, and then perhaps they will realise that the nation's capital—Ottawa—should be made worthy of the nation. The two Houses of Parliament have treated Ottawa fairly, although I can hardly say generously. Both parties are pledged now to the policy initiated by Sir Wilfrid Laurier, and it should be our duty, as citizens, to co-operate loyally with Parliament in carrying out the policy of 1899 to its full fruition.

### ACTION BY THE CITY COUNCIL.

The Washington of the North idea thus being so definitely advanced by Sir Wilfrid Laurier, the City Council lost no time in preparing its case. A committee was appointed by the Council of 1897, of which I had the honour to be chairman. In order to

fortify the Dominion Government in any proposals which it might submit to Parliament for the improvement of Ottawa, it was decided to seek information in different parts of the Empire. The data secured was of a valuable character, showing, as it did, that large sums are paid by the British Government, as well as by different Colonial Governments, towards the civil Government of the respective Capitals.

Twelve years have elapsed since then, and the information secured at that time may be regarded as somewhat out of date. I have, therefore, deemed it advisable, for the purpose of this address, to secure, from official sources, a revision of the figures, and I desire to express here my obligations to the Premiers of the different Colonial Governments for the information which they have readily furnished.

It is not necessary for me to speak at any length of what the Imperial Government does for London, Edinburgh and Dublin. Last year for London alone, the Imperial grant was \$2,500,000, which includes the payment of city rates upon the Houses of Parliament, Barracks, Departmental buildings, etc. Edinburgh secures a contribution in lieu of rates; Dublin is paid the equivalent of taxes on Government property, is paid for on a meter basis for all water supplied, and, in addition, the Imperial Government maintains the police force.

#### THE EXAMPLE OF AUSTRALASIA

In the State of Victoria, according to the latest official statements, the Government, jointly with the Melbourne city corporation, maintains the Public Gardens; the Government grant last year being \$13,000. The Melbourne Fire Brigade is maintained jointly by the Government, the city and suburban municipalities, and the Fire Insurance companies. The annual cost of the Department ranges from \$200,000 to \$225,000, of which the Melbourne city corporation pays one-ninth. All Victorian municipalities receive from the Government a sum in lieu of income previously derived by them from liquor licences. The city of Melbourne's share from this source last year amounted to \$74,000. The police work of the State of Victoria, including the city of Melbourne, is undertaken by the Government. The total cost of the service to the State is \$1,216,220. In Melbourne proper, there is a force of 425 officers and men.

The Government of Queensland grants \$11,000 for the maintenance of public parks in Brisbane, the capital, and does the entire police work of the State. The Queensland force consists of 966 officers and men, the total cost last year being \$903,170. The



number of men stationed in Brisbane and suburbs is 503, or one-third of the total force in the colony, representing an annual expenditure in Brisbane alone by the State Government of, at least, \$200,000.

In New South Wales, certain services that may be regarded as municipal, are maintained and controlled by the State Government. The Railways and Tramways, Water Supply and Sewerage services are Government undertakings, the rails and mains in connection therewith, being, however, exempt from municipal taxation. The Botanic Gardens, Public Reserve, Free Public Libraries, Art Gallery and Technical Schools, are also maintained by the State Government. The Fire Brigades in the metropolitan area (which area embraces the city proper and forty-one suburban municipalities, population 592,100) are maintained by equal contributions from (a) the State Government, (b) the Municipal Councils, and (c) Insurance Companies. All Government buildings situated within the City of Sydney, other than railways and tramway premises, are subject to the municipal rate, and a sum of approximately \$60,000 is paid by the Government annually to the City Council by way of rates; but no direct annual payment is made by the Government in the nature of a contribution for the maintenance and upkeep of the city. The police work of Sydney is undertaken by the Government. The total strength of the police force within the City is 469. The total annual cost of the force in salaries, rent and lodging allowance, and clothing, is \$414,643.

Mr. H. Gregory, Acting Premier of Western Australia, writes in reply to my enquiries, that the Government of that State pays an annual subsidy to the Municipality of Perth, which has, approximately, a population of 55,000 (including suburbs) of so many shillings in the £ on the rates collected. Thus in 1906-7 the rate was 8s. in the £; 1907-8, 6s. last year 4s. The amounts so paid by the Government during the last three years were respectively, \$65,544; \$80,682, and last year \$49,763. The Government of Western Australia administers the police affairs of the State, the strength of the force stationed within the Municipality of Perth being 104 officers and men, and the annual cost, including salaries and allowances, uniforms, bicycles (upkeep) and forage, and shoeing for horses, \$92,730. The Water Supply of the city is controlled by the Metropolitan Waterworks Board, which is constituted by the Minister for Works, and the Government Departments are charged in the same manner as ordinary consumers. Relative to fire protection, the Government contributes one-ninth of the cost of upkeep of the Metropolitan Fire Brigade; the Insurance Companies of the City and the Perth Municipal Council contributing the balance of eight-ninths in equal proportions.

Hon. J. W. Evans, Premier of Tasmania, says the Government of that State contributes some \$11,000 per annum for the upkeep of Botanical Gardens, Art Gallery, Public Library, etc, in the city of Hobart, the capital. The city is also policed at the expense of the State, the strength of the force being 47, and the annual cost \$38,590. The population of Hobart, with suburbs, is approximately 36,000.

#### NEW ZEALAND

The Government of New Zealand does not make any annual payment to the City Corporation of Wellington, the capital of the Colony, for its maintenance or upkeep, but the police work of the city is undertaken by the Government. The strength of the force is 97, and the annual cost \$80,620. The population of Wellington is 70,947.

#### SOUTH AFRICA'S CONTRIBUTION

Cape Colony, in 1908 paid taxes to the municipality of Cape Town on Government buildings, including the Post Office, \$38,505, and water rates \$8,000, a total of \$46,505. The police work of Cape Town is also undertaken by the Colonial Government. The number of all ranks last year in Cape Town and suburbs was 389, the annual cost being \$382,000.

In Natal, the Government contributes to the corporation funds of Pietermaritzburg for water supplied on a meter basis, and the upkeep of the City Fire Brigade. The total amount paid in respect to these combined services last year was \$41,000. The municipality receives all the fines imposed by the Magistrate's Court. The corporation has its own police force, whose duties are strictly limited to ordinary street work. The more serious crimes are dealt with by the Criminal Investigation Department, a branch of the Natal Police. The population of the Capital is only 31,000.

In the Transvaal, a grant of \$6,500 is made towards the maintenance of the Pretoria Municipal Fire Brigade and those Main Trunk Roads which traverse the municipal area. The police work of Pretoria is undertaken by the Government at an annual cost of about \$136,000, the strength of the force being 130 Europeans and 56 Natives. The population of the city is about 38,000.

The Government of the Orange River Colony contributes the sum of \$7,500 as a grant to the general revenue of the City of Bloemfontein, the population of which is 33,032 of whom 13,512 are white. No services are supplied by the Corporation in return for this contribution, but Government property is exempted by



law from payment of municipal rates. The Government pays for the furnishing of such services as water and electric light. The police work of Bloemfontein is undertaken by the Government of the Colony. The strength of the police force in Bloemfontein is 2 officers and 43 men. The annual cost of this force is approximately \$37,750.

#### THE CIVIC MEMORIAL

The memorial submitted to the Governor-General-in-Council by a deputation, consisting of the City Council and prominent citizens, set forth the large expenditures made by the municipal corporation of the city of Ottawa on public works and municipal improvements for the protection, safety and convenience of the public, and for the protection and security of the property of the citizens, as well as the property of Canada. Attention was called to the large amount of real property of the Dominion exempt from taxation. Reference was also made to the large expenditures by the municipality in improving its fire appliances and water supply, largely for the better and more efficient protection of Government property. It was further pointed out that for water furnished to the Parliament and Departmental Buildings, Rideau Hall, Government Printing Bureau and Experimental Farm, the city only received \$14,700 per annum.

Reference was then made to the large contributions by the different governments, which I have mentioned, towards the expenses of municipal government. In view of the facts as thus set forth, viz:—

- (1) The inadequacy of the civic revenue to meet the requirements of the city as the capital of the Dominion.
- (2) The lack of any contribution from the Government in respect of the large amount of public property situated within the city.
- (3) The utterly inadequate amount paid for water supply, and,
- (4) The practice in Great Britain, the Colonies, and other countries, to contribute liberally and systematically towards the expenses of municipal government etc.

It was represented that the corporation of the city was entitled to, and should receive from the Dominion some assistance adequate to the value of the services rendered. It was suggested that the annual grant should at least be \$50,000, and that, in addition, the Government should maintain and control the city police force.

#### INCEPTION OF THE IMPROVEMENT COMMISSION

The outcome was the passage, at the session of the Dominion Parliament of 1890, of the act "Respecting the City of Ottawa."

By this statute, "The Ottawa Improvement Commission" was created, its powers being outlined as follows:

The Commission may—

(a) purchase, acquire and hold real property in the city of Ottawa, or in the vicinity thereof, for the purpose of public parks or squares, streets, avenues, drives or thoroughfares;

(b) do, perform and execute all necessary or proper acts or things for the purpose of preparing, building, improving, repairing and maintaining all or any of such works for public use;

(c) co-operate with the Corporation, or with the Board of Park Management of the City of Ottawa, in the improvement and beautifying of the said city, or the vicinity thereof, by the acquisition, maintenance and improvement of public parks, squares, streets, avenues, drives or thoroughfares, and the erection of public buildings in the said city, or in the vicinity thereof.

The Commission at first consisted of four members, Mr. H. N. Bate, chairman; Mr. C. B. Cunningham and Mr. Joseph Riopelle, appointed by the Governor-in-Council to hold office during pleasure, and one member appointed by the corporation of the city of Ottawa. In the latter case, the Mayor has invariably been the representative of the municipal corporation. In 1903, however, the commission was enlarged to eight members, four additional representatives being appointed by the Governor-in-Council. Two of these are members of the Senate and non-residents of Ottawa, namely, Hon. J. P. B. Casgrain, of Montreal, and Hon. F. T. Frost, of Smith's Falls, thus emphasising the national character of the Commission. The other two are well known citizens, Sir Sandford Fleming, K.C.M.G. and Mr. George O'Keefe, Police Magistrate. The grant specified by Parliament to be expended by the Commission in the objects already mentioned was \$60,000 per annum for ten years, but no action was taken on the suggestion that the police work of the city should be done under federal authority.

The commissioners were not to be paid for their services, but they had authority to employ all the necessary help which they might require to carry out the duties imposed upon them by Parliament. In 1903 also, the annual grant was extended for a further period of ten years, and the commission was empowered to borrow, on debentures bearing interest at 4 per cent. a sum not exceeding \$250,000 to purchase land, or carry out any scheme of improvements requiring a larger outlay than was available out of the annual income of the Commission. The Act provided that the debentures are to be redeemed in equal annual instalments.

Sixteen debentures were accordingly issued, each amounting to \$21,455, the first to mature on June 30th 1904, and one each year afterward, the last being redeemable on June 30th, 1919. The Parliamentary grant, available for new works, is thus reduced annually by \$21,455. Add to this sum the present cost of maintenance, ranging from \$15,000 to \$20,000 per annum, it will be seen that the income available for further improvements is comparatively small. Eleven years must elapse before the last debenture is retired, and unless Parliament comes to the assistance of the Commission, and increases the annual grant, it will be many years before we can see the completion of a comprehensive scheme of improvements.

#### WORK OF THE COMMISSION

The impression prevails in some quarters that the grant made by Parliament is a direct contribution of \$60,000 annually for the beautification of the city, whereas, it is only \$45,000, inasmuch as the immediate effect of the legislation of 1899 was to deprive the city of revenue from water supplied, amounting to \$14,700. In other words, the City Corporation had to sacrifice \$15,000 of its revenue annually to make up the \$60,000.

The Ottawa Improvement Commission has accomplished much; the driveway as far as it has been completed, being greatly admired by visitors. Doubtless mistakes were made at the outset, but as the Commission gained in experience, initial errors were avoided, and the works carried out during the last two or three years will stand as a lasting monument to the untiring energy and excellent judgment of Mr. Bate and his colleagues. In the treatment of Rockcliffe Park especially, the improvement plan has been comprehensive, and when the area lying between the Park proper and the Rifle Range has been dealt with, Ottawa will possess a public resort there, equal to those two other famous city parks in Canada—Mount Royal in Montreal and Stanley Park in Vancouver.

#### MR. TODD'S REPORT

The infusion of new blood into the commission in 1903 and the practical suggestions made by Senator Casgrain, who is an engineer by profession, led to the appointment of Mr. Frederick C. Todd, a well-known landscape architect, of Montreal, to devise a scheme for parks and general improvement for the capital.

Mr. Todd, in his report, which is dated August 20, 1903, outlines a comprehensive plan for the improvement of the city, "having due regard to the future health and happiness of its residents and to the fact that Ottawa is the capital of the Dominion, whose



population, wealth and importance is rapidly increasing." He says "it does not require an unreasonable amount of faith to believe that the Ottawa of to-day is but the infant of the Ottawa of fifty years hence, and that the end of the present century will see Ottawa grown to such proportions that we of to-day would hardly recognize it." The history of the oldest cities cannot but make one realize that the future prosperity and beauty of Ottawa depend not a little upon the ability to look ahead and grasp the needs and requirements of the population it is destined to have. Mr. Todd looks forward to the time when Ottawa will be a capital in which all Canadians can take pride — a city reflecting the character of the nation and exemplifying the dignity, stability and good taste of its citizens.

Mr. Todd contrasts the topographical surroundings of Washington with those of Ottawa, and points out that they are so different that "what has made the beauty of one might mar the beauty of the other." Washington had the good fortune to be planned before a single house was built upon the site, whereas Ottawa is at a disadvantage in this respect. The natural location of Washington, on the other hand, cannot be compared with that of Ottawa, and Mr. Todd expresses regret that the same wise forethought in laying out the Canadian capital was not followed as in the case of Washington. Parenthetically it may be remarked that Sir John Macdonald, in the early sixties, was very anxious to acquire additional land in the vicinity of the Parliament Buildings, with a view to future improvements and embellishments, but in this matter he was overruled by his colleagues, who were astounded at the original expenditure incurred upon the Parliament and Departmental Buildings.

#### A LACK OF FORESIGHT

It will be recalled that shortly after Hon. George Brown became a member of the coalition administration of Sir John Macdonald, formed to bring about the union of British North America, and a few weeks before the Conference at Charlottetown, Mr. Brown visited Ottawa, to see what progress was being made in the erection of the Parliament Building, and the Departmental blocks. As a result of this visit, he wrote to Sir John Macdonald on August 15th 1864, stating that he did not believe the Parliament Building would be ready for occupation in time to hold the next session at Ottawa. He continued: "The buildings are magnificent. The style, the extent, the site, the workmanship are all surpassingly fine. But they are just 500 years in advance of the time. It will cost half the revenue of the province to light them, heat them, and keep them clean. Such monstrous folly was never perpetrated in the world before. But as we are in for it, I

think the idea of stopping short of completion is out of the question. I go in for tower, rotunda, fountains and every conceivable embellishment. If we are to be laughed at for our folly, at least let us not be ridiculed for a half finished pile. I go in for making it a superb folly that will bring visitors from all countries to see a work they can't see elsewhere. To say the truth, there is nothing in London, Paris or Washington approaching to it." (Pope's Life of Sir John Macdonaki, Vol 1, p. 266)

The original Parliamentary and Departmental Buildings in Ottawa were first occupied in 1866, and within 20 years, not 500, another Departmental building had been completed at a cost to the country of \$1,000,000. To-day the three Departmental buildings are crowded, a new wing costing \$300,000 has been added to the Parliament Buildings, and there are branches of the Public service scattered in over 20 rented buildings in Ottawa. So much for lack of foresight. Had the fathers of Confederation appropriated a strip of land 150 feet wide, with its centre opposite the tower of the Parliament Buildings and running south to the Canal, Ottawa would to-day have possessed a Dominion Avenue to which Pennsylvania Avenue at Washington would have had to take second place.

#### THE PROPOSED PARK RESERVES

One of the suggestions of Mr. Todd was for the setting apart of two or three forest reserves within easy distance of the capital. One location proposed was in the Gatineau Valley, between Wright's Bridge and Chelsea; another, the land surrounding Meach's Lake. Fifty years hence, he points out, Ottawa and Hull will, at the present rate of growth of the two cities, have a combined population of 300,000. Land values are increasing rapidly and unless a forest area is secured now, it will be difficult half a century hence to secure, at a reasonable figure, a large "area of untamed forest which can be set aside forever for the enjoyment of people who wish to get away for a day from the crowded city," where "nature's mossy carpet is still luxuriant and unworn." In support of this recommendation, Mr. Todd cites the action of London with regard to Epping Forest, and Boston's expenditure of \$10,000,000 in park and forest reserves within the last ten or twelve years which, if purchased fifty years ago, could have been acquired for about one twentieth of this amount.

The Meach's Lake reservation is impracticable; since Mr. Todd wrote his report a prominent citizen of Ottawa has acquired the major portion of the land surrounding the lake, and the opportunity to create there a resort for the people of the Ottawa Valley is lost forever. But it is still not too late to take action upon the other suggestion, and we may reasonably express the hope that

when a readjustment of the relations between the Government, and the city takes place, sufficient funds will be forthcoming for the acquisition of the Gatineau Valley forest park. However, before this land is secured, there is much to be done nearer home. The Commission has a comprehensive scheme for a driveway extending from the Central Experimental Farm to the Ottawa river, and converting the islands above the Chaudière into a public park, but, with the limited amount of money at its disposal annually, I am afraid it will be some years before the Commission can complete this part of its contemplated programme, unless Parliament votes an additional annual appropriation.

#### THE STIPULATION BY PARLIAMENT

The conditions imposed upon the city Corporation, under the act of 1899, were rather hard. One clause reads as follows:—

“The corporation shall at all times, while such annual grant is paid, as provided in the said act, furnish an adequate and sufficient supply of water for use in and on all buildings, lands and premises in the said city of Ottawa, now owned, rented, leased or occupied, or to be hereafter owned, leased or occupied by the said government, and also for use in and on Rideau hall grounds, and the Central Experimental Farm and buildings thereon, and for use in and on all other buildings, lands and premises in the vicinity of the said city, now or hereafter to be owned, rented, leased or occupied by the said government, and shall provide for the sprinkling of the streets in the front of such buildings, lands and premises, including the bridges in the said city of Ottawa, maintained by the said Government.”

Have you any conception of the value of these services thus rendered by the city to the country under this agreement? A careful estimate made by the City Engineer's Department places the sum at \$60,000 yearly for water alone, if paid for on the same basis as the ordinary consumer. When one reflects upon the large appropriations made by other Governments to capital cities, the payment of taxes upon public buildings, assistance to fire departments, payments for water service, etc., it will be apparent that the Parliament of Canada has not been particularly generous to Ottawa.

#### EXEMPTIONS FROM TAXATION

Reflect, moreover, for a moment, on the extent of the real property of the Dominion, within the city, which is exempt from taxation. Its value this year is placed by the Assessment Department at \$12,347,275, which, if taxed at city rates, would yield to the municipality annually for school and civic purposes, a revenue of \$250,000.



It is obvious that with such a large amount of Government property exempt from taxation, the question should have repeatedly arisen between the City Corporation and the administration of the day, as to the contribution which the Federal Government should make to the city exchequer. During the past thirty years, various agreements have been reached between the City Council and the Government upon this point. Amendments were made from time to time, but in substance the obligation of the Government includes the maintenance of Major's Hill Park, and the bridges over the Canal, as well as the care and maintenance of Wellington Street, between Bank Street and Dufferin Bridge. There was also, as I have mentioned, a contribution direct to the civic exchequer for water supplied to the Government Buildings.

The withdrawal of valuable properties from the taxable list, by the Government leasing city properties for public purposes, aroused the city council, and protests were made to the Government, with the result that all new leases of buildings used for Governmental purposes contain a clause that the owner of the building must pay taxes to the city. As a result, taxes were paid last year on six buildings leased for Governmental purposes.

There was also an agreement between the city and the Government, made in 1885, under which, in return for the assumption by the federal authority of certain works, which might be regarded as coming within the civic domain, the salaries of civil servants should not be taxed. Whether or not that agreement is legal, is not for me to say. The contention is put forth that in order to make it legal, at the time it was made, an act of the Legislature should have been secured. Following a decision in the Australian courts, the Assessment Department this year has decided to tax the incomes of civil servants, as was done by the Assessment Department of St. John, N.B. The legality of the action of the St. John authorities has been upheld by the Supreme Court of Canada, and the case has now gone on appeal to the highest judicial forum in the Empire—the Privy Council of London. I am afraid, however, that the decision of that body will not solve the question so far as the civil service in Ottawa is concerned, if the decision of the Supreme Court of Canada be upheld. The point at issue in Ottawa is, whether the compact of 1885 was legal; and it may require a special reference to the courts to determine this question. The most expeditious way in that event would be for the Government to state a case to the Supreme Court of Canada. Assuming that authority is vested in the Assessment Department to tax the incomes of civil servants, the assessment of the city will be increased this year by \$1,124,982, and the civic revenue enhanced by approximately \$23,000.

Meanwhile let me mention what Ottawa owes to the civil service. The monthly payroll for the inside service now amounts to \$286,000, or a total for the year of \$3,216,000. Add to this the salaries and wages paid to the large number of men employed in the outside service, the Printing Bureau, the Public Works Department, the Railway Commission, the National Transcontinental Commission, etc., and I venture the statement that the annual salary account paid by the Dominion in Ottawa alone, does not fall far short of \$4,000,000.

#### THE POLICY OF THE FUTURE

It will have been gathered from these observations that, in my view, Parliament is not treating Ottawa in an over generous manner, considering the many services which the city is rendering to the country. I cheerfully acknowledge that ten years ago Sir Wilfrid Laurier gave us a tangible evidence of his desire to make Ottawa a capital of which every Canadian would be proud. Much has been done; much remains to be done. The day cannot be far distant when a readjustment of relations must take place, and, when it comes, I trust the Government will see its way clear to relieve the Corporation of the cost of the Police work of the city, by an arrangement with the Provincial Government whereby the Dominion and city police forces shall be united, and the whole placed under federal jurisdiction. The cost of the city police this year will be \$72,000, so that if the Corporation of Ottawa were relieved of this obligation it would to some extent meet the objection that the federal authority is not treating the Capital fairly.

#### THE FEDERAL DISTRICT OF OTTAWA

The policing of the city by a federal force, would be the preliminary to what I believe must inevitably come, the setting apart of a federal district embracing Ottawa and Hull, and some of the outlying territory, and governing it by a commission. The Board of Control is the federal commission in embryo. You know well what it has accomplished. Matters never ran as smoothly at the city hall as at present. It has been demonstrated that five men can govern the municipality better than 25, and, in my judgment, three men can do better than five, because thereby the responsibility for mistakes, if mistakes there be, can be brought closer home. While I am not prone to look to the United States for pointers in government, yet I think the constitution of the District of Columbia might be taken as the basis of the constitution of the coming federal district of Ottawa. The creation of a federal district could only be accomplished with the consent of the Provinces of Ontario and Quebec, as it would involve the withdrawal of a portion of each Province

from Provincial control. The Dominion Government has it within its power, in the near future, by reason of the fact that the question of the partition of Ungava and Keewatin among these two Provinces and Manitoba will be before the Dominion Parliament next session, to exact from Ontario and Quebec a pledge, that in the event of it being decided to create the federal district of Ottawa, no objection will be raised by either of these Provinces to such a policy, and that each will surrender its rights of jurisdiction over the area which may be withdrawn from provincial control. I do not wish to imply that without such a stipulation either Province would object to the creation of a federal district; but there is everything to gain and nothing to lose by imposing such a condition as I have suggested. Gentlemen, some people may think the idea of a District of Ottawa governed by a federally appointed Commission, and responsible only to the Parliament of Canada, Utopian. In connection with the plebiscite taken three years ago, it is significant that, although nearly all the city newspapers were opposed to the idea, and that their columns, were filled with letters from citizens, objecting to the scheme, chiefly on the sentimental ground of loss of the franchise, and that the only man who advocated the proposal in the press and the platform was Mr. Andrew Holland, a member of your own club, the plebiscite was only defeated by 801, the number of those favouring the creation of a federal district being 3,630, while those opposed numbered 4,431.

#### REASONS FOR CREATING A FEDERAL DISTRICT

I cannot close these latter observations relative to the advantages of the government of the capital by a commission, than by summarising the reasons so ably presented by Mr. Holland in the press and on the platform:

"Because government of a national capital by commission has been on trial for a quarter of a century at Washington by one of the most practicable and progressive nations on earth, where it has proved to be an unqualified success.

"By converting Ottawa into a district, it would become the permanent seat of Government and would discourage for all time attempts to remove it, which, under any circumstances, would involve enormous expense, and inconvenience in the administration of public affairs.

"The permanent capital would become an object of national pride, representing, as it would, the power, progress and prosperity of a great nation, the symbol of government, and as such an inspiration for national sentiment. As a city of a province, pride in the Capital of the country would be local or provincial rather than national.



"As a federal district, containing the executive offices of Parliament and of the Government, it would naturally attract people of wealth and leisure, and would become the centre of intellectual culture, because of its educational and social advantages, without arousing a feeling of jealousy amongst the other provinces of the Dominion.

"In carrying out the policy of Sir Wilfrid Laurier, to make Ottawa the Washington of the North; the creation of a district would enable the Government to achieve that object unhampered by conflicts with local and provincial jurisdictions. Parliament would have power to enact exclusive legislation over the federal district, while delegating executive authority to a commission.

"Under a federal commission continuity of policy is assured; the expenditure of public money on more scientific and economical principles is secured, free from the debasing influence of ward heelers, partisan politicians, and would-be chairmen of committees,

"A Commission would secure the services of men of broader views, better business training and ability, who, while exercising to a certain extent, autocratic powers, would still be amenable to the criticisms of an independent press and intelligent public opinion, and at the same time be uninfluenced by place hunters, transient excitement and the clamour of professional agitators."

#### THE QUESTION OF THE FUTURE

On these questions, the members of the Unity Club, and their fellow citizens, may have to pronounce again in the not distant future, and I feel certain that their votes will be cast in favour of a policy which will materially contribute to the advancement of the city of Ottawa.

Let me express, in conclusion, my obligations to the members of this Club for the honour they have done me in asking me to address them on this subject. Possibly, by some, the time may be regarded as somewhat inopportune to discuss the particular question which I have presented to you. If any blame is attachable for suggesting now a readjustment of the relations between the city and the federal authority, at a time of financial stringency, then the committee of the Unity Club must assume a share of the responsibility. The subject was allotted to me, and I have endeavoured to present my views in a manner to assist both the citizens and the Government to solve the problem when the proper time comes. In the meantime, I can only say that the action of the Unity Club in arranging for this course of lectures on civic topics, can only have beneficial results.